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ABSTRACT

Culminating a 6-month assessment effort by Control Data Corporation's (CDC) Engineering Management Operations (EMO), the report was prepared to help meet the Department of Agriculture's need for an assessment of (1) rural health care services research as a whole and (2) the knowledge contained in that research. The CDC "Final Report" was presented in a large volume in order to make the entire data base available for different policy uses, assessment methodological applications, and further discussions. Prepared by EMO after the completion of the Final Report, this executive summary further explains the presumptions, assumptions, methodologies, conclusions, and recommendations of that report. Policy-relevant findings of the assessment are summarized and clarified by: (1) presenting the models and objectives (values) used in the systems approach which produced the Final Report's recommendations: and (2) demonstrating a potential systems approach to the utilization of the Final Report's data base elements toward the goal of achieving a comprehensive knowledge assessment. The accepted research publications are categorized by: (1) indepth subject category and (2) document access number. (NQ)

<u>Assessment of Rural Health Research</u> Contract Number 12-01-01-5-510 Task Order 2

[1975]

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Introduction

The Assessment of Rural Health Research, Final Report: {Final Report} culiminated a modest six month assessment effort by Control Data Corporation's {CDC's} Engineering Management Operations {EMO} for the United States Department of Agriculture's Office of Planning & Evaluation {OPE} to help meet the Department's need for an assessment of rural health care services research as a whole and an assessment of the knowledge contained in that research. This need was mandated by Sections 104, 118 and 503 of the Rural Development Act of 1972, which respectively:

- o Authorized loans to rural communities for development of essential community facilities finciuding health facilities.
- o Authorized loans to private entrepreneurs for the establishment of business or industrial enterprises fincluding health facilities}.
- o Authorized and directed the Secretary of Agriculture to coordinate the various Federal rural development programs fincluding rural development research of which rural health is a component.

Section 603 requirements were delegated to the Under Secretary of Rural Development and portions further delegated to the Rural Development Service {RDS}.

The CDC Final Report was presented in a large volume in order to make the entire data base available for different policy uses different assessment methodological applications and further discussions. The Final Report will be available shortly through the NTIS and possibly the ERIC technical information systems. This Executive Summary was prepared by EMO after the completion of the Final Report. It was prompted by the perceived need to further explain the presumptions, assumptions, methodologies, conclusions and recommendations of that Final Report. It will summarize and clarify policy-relevant findings of the assessment Toby:

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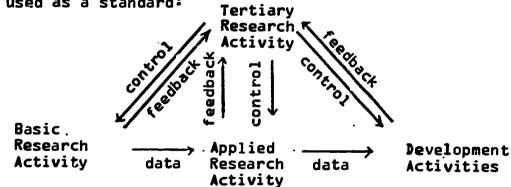
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- o Presenting the models and objectives {values} used in the systems approach which produced the recommendations of the <u>Final Report</u> {Section 12}.
- O Demonstrating a potential systems approach to the utilization of the data base elements of the <u>Final Report</u> toward the goal of achieving a comprehensive knowledge assessment. Such an effort ideally would be institutionalized.

The Systems '-proach to Research

"Testiary research." "Tertiary research" denotes the monitoring collecting classifying and aggregating of basic and applied research documents as well as development documents.* In systems terminology this tertiary research would be synonymous to a formalized feedback network controlled by definitive policy goals and/or knowledge needs. This approach should ideally be used in administering and planning any sizeable research and development program by the administrative body in control of the allocation of research funds.

Conceptually this "tertiary research" is integrated into a "social action" policy planning process, impacting the three levels of creative policy planning as described by Erich Jantsch—the normative {the "ought"}, strategic {the "can"} and the operational {the "will"}.** In assessing the rural health care research programs, the following research and development model was used as a standard:



^{*} This assessment study would be classified as tertiary research; but of a preliminary nature. This will be discussed further later.

^{** &}quot;Social Action" concept as described in the <u>Final Report</u> pages
2-4 and 5-1 corresponds roughly to Erich Jantsch's "rational
 creative action" {"From Forecasting & Planning to Policy
 Sciences" Policy Sciences 1 {1970}, 31-47.}

Specifically the ideal "tertiary research" activity is composed of the following:

- o a "normative" policy expressing the "oughts" or specific values which reflect directly on the problems, here the rural health problems. This would include "normative" statements on the desired quality of rural health and possible rural health services models to attain such a level.
- o a technical information system, which collects, classifies and aggregates research and development documents producing policy inputs and receiving policy feedback,
- o a Management Information System, which collects research administration data on ongoing and past research and development activities.

NASA's research and development program is an example of such a "tertiary research" program. In NASA's tertiary research mechanism its Scientific and Technical Information Facility performs the function of a Technical Information system. This "tertiary research" concept is described further in the final section of this summary.

Limitations Affecting Design & Data of Study

The assessment "system" was limited and thus its design and data affected by the following factors:

- o limited assessment resource funding by USDA.
- o limited time.
- o fragmentation/scattering of rural health research {final reports and publications} among countless periodicals. technical information systems, and the strong prospect that a majority of research is not disseminated in periodicals or technical information systems.
- O lack of a structured USDA for DHEW} rural health "normative" policy and thus specific rural health policy needs and non needs.
- o a vacuum of research methodologies heretofore for a "knowledge assessment" of rural health research.

To deal with the first three limitations {resources, time and fragmentation/scattering of the research} several trade-offs were jointly planned and approved by EMO, OPE and several know-ledgeable individuals in other USDA agencies. These trade-offs are presented in the Final Report and the reader is referred to



Section 2. page 2-3 to 2-12 of that report. Summarily they were: limiting the search to documents which were available in the District of Columbia area information systems and limiting the research site to within the United States and its territories, and limiting the documents' publishing date to post-December 31, 1969. Originally only publications from completed research or completed significant substages of research were to be surveyed. However during the assessment effort it was decided by CDC and OPE to include a limited assessment of ongoing research to provide a more complete view of the rural health care situation.

Regarding the fourth limitation {lack of structured USDA rural health policy and thus specific policy knowledge needs}. EMO conducted a two part task to fill this void. This further defined and refined the objectives of the study and indicated tentative policy knowledge needs {see Section 2, pages 2-1 to 2-2}.

The first part of this task was an informal interviewing of several key public sector {USDA & DHEW} and private sector people related to or responsible for rural health care service{s}. The consensus of this informal interviewing was that the assessment effort would be useful if it:

- Inventoried {listed} research of rural health care services.
- O Identified problem-priented research of depth and quality for use to decision-makers, i.e., research in which alternative courses of action are compared in terms of desired outcomes, subject to the constraints of resources and value preferences,
- o Evaluated this problem-oriented research as to quality.

This informal interviewing also brought forward two hypotheses to be discussed later.

The second part of this task was a review of pending Congressional legislation relevant to rural health administrative actions and relevant to rural health agency actions. Three general national health goals were derived; they are improvement of access, assurance of quality and containment of costs. The results of this two-part effort were used to mitigate the limiting effects of unstructured USDA rural health policy and thus define the knowledge needs that may be of use when USDA does formulate such a structured rural health policy.

The last limitation deserves more explanation. In the history of health services research, no convention of tools, characteristics and procedures has been formulated to be used in a so-called "knowledge assessment" of health care services



or the subcomponent rural health care services. Health Services Research and R&D in Perspective edited by E.E. Flook and P.J. Sanazaro cites this problem and presents the precursers of such a convention. Any "ideal" knowledge assessment would involve aggregating the data elements in the research documents identified and comparing these aggregated data elements with models of the "ideal" rural health care services delivery system components. Such an "ideal" knowledge assessment is beyond the current "state of the art" of rural health care services methodologies because of a lack of health services research aggregating methodologies.

Consequently the fifth limitation [a vacuum of "knowledge assessment" rural health services methodologies}-was handled by surveying what methodologies existed and formulating a knowledge assessment aggregating framework from data elements of relevant papers. These papers were identified through an independent literature search without publishing date limitations i.e., pre-1970 papers were included.* This knowledge assessment framework and a demonstration of its utilization will be presented later in this summary by applying a model of an "ideal" rural health care services delivery system.

These five limitations led to recommendations la 4 and 6 presented in <u>Final Reporta</u> Section 12.

Recommendation 1} "The creation of a comprehensive rural health policy with a supporting, i.e., complementary rural health care management information system and evaluation techniques." More specifically this system would be both a management information system and a technical information system.

<u>Recommendation 4</u>} "The need for applied research into a method of aggregating the results of rural health care services research into a structured scientific model of the existing rural health care services system".

Recommendation by "The need to explain to researchers the importance of disseminating their research publications [and especially final reports] to the national information systems or to a rural health care services management information system; i.e., increase the 'social action' consciousness of rural health care services researchers."

These recommendations as well as others will be rainforced later in this summary.

<u>Definitions</u>

This assessment study concentrated on "problem-oriented" research. To do this two series of classifications were

^{*} See attacheo bibliography of these papers.



established to reflect the attributes of a specific research study which may increase its usefulness as input into the further understanding of and/or the improvement of rural health services. The first series, research type, is based on the specific research's stated or implied objective{s} and is either Sociomedical {SM} or Research and Development {R&D} {See pages 2-4 to 2-5}. In a simplistic sense, the hasic difference between SM and R&D is the time frame in which change can be expected. The R&D studies are concerned with improvements which can be implemented in the short run while the SM studies are concerned with long-range plans and policies.

The second series, outcome type, is based on the specific research's conclusions and results and is either Fact Description {FD}, Problem Analysis {PA}, Recommendation {R} or Other {O}. Each relevant study is classified by research type and outcome type. Thus these series combine the strict conventional conceptions of "research" with those of "development". In the resulting classification spectrum interfaces between research and development activities are less distinct but functionally more indicative of that activity's social action orientation.

However the relationship between this classification system and the conventional conceptions of research and development must be specified not only to communicate the findings more universally but to provide a framework to compare rural health care services and development with research and development efforts in other areas, e.g., the life sciences. This transformation is done visually using the abbreviations presented above.

SM/FD Basic Research

SM/PA 3 Applied Research

RED/R P Development

It should be noted that documents classified as SM/O and R&D/O are in the strictest sense not research or development. These categories were included to meet the contractor's wish for documented analytical essays and as an overflow classification for miscellaneous but interesting documents.

Basic Research {SM/FD, R&D/FD} "is concerned with exploration of the unknown. It is primarily motivated by the desire to pursue knowledge for its own sake. As such, it is free from the need to meet immediate objectives, but is undertaken to increase the understanding of natural laws. This kind of knowledge discovered through basic research forms a groundwork for subsequent applications, which produce economic growth and material progress and

can lead to improvements in social conditions"*

Applied Research {SM/PA, SM/R} "is concerned with funding the means for meeting a recognized need. It draws upon the general principles established by basic research investigations and in turn creates additional knowledge. It differs from basic research in that it is oriented toward practical applications rather than toward investigation for its own sake. In the course of applied research activity the first pilot steps may be taken to reduce an abstract idea to a useful purpose, frequently as a forerunner to development."**

Development {R&D/PA, R&D/R} "is the systematic use of knowledge and understanding gained from research and directed to the production of useful materials, devices, systems and methods; such work includes the design, testing and improvement of prototypes and processes. Development is directed to generally predictable and very specific ends, and because such work results so often in tangible products, it can be readily associated with distinct national goals."*** In the case of rural health care services research and development such national goals might be equality of access, assurance of quality and containment of costs.

Assessment of Rural Health Care Research - Overview Findings

Only federally funded activity will be addressed here because of its pragmatic policy relevancy. Of 321 documents {periodical articles and final reports} which met all screening criteria. 47 are "other" outcome types leaving 274 which are strictly research and development documents. Note the funding source distribution of these 274 documents.

Funding		Research % partial		d Research % partial		pment partia
Federal Government	52.5	40 - 8	44-8	41.2	67-5	41.2
Regional Government	3-8	14.8	1.3	5.9	4.1	11.7
State Government	12.5	18.5	21.0	11.7	4.1	11.7
Local Government Educational Insti-	-	3.7	5.8	-	5.0	11.7
tutions Private {Associa- tions, Businesses,	10.0	18-5	13.C	53.6	10.0	٤٠٥
Foundations & Funds	1	13.7	7.9	17.6	2.0	11.7
Other	18-7	_	9.2	-	10.0	۴۰0

^{*}Federal Funds for Research, Development and Other Activities, Volume XVIII, NSF, Washington, D.C., 1969, page 10.



^{**} Ibid page 14

^{***}Ibid, page 19

The federal government, basically DHEW, USDA and DEO, dominates "basic and applied research" and, as expected, especially dominates "development". Overall 143 or 52.2% of the strictly research and development documents are federally funded wholly or partially. This domination is reinforced by observing that "Regional Government" includes Regional Medical Programs {RMP}, Comprehensive Health Planning {CHP} and other federally supported planning and implementation groups.

The basic applied and development distribution of federally funded research and development is as follows:

	No.	%
Dev elopment	45	31.5
Applied	47	32.8
Basic	51	35.7
	143	100

The geographic scope of this federally funded activity: that is the site to which it was addressed; is as follows:

Geographic Scope		Research	Applied	Research	Develo	opment
	No.	<u> </u>	No-	7.	No-	<u> </u>
National	9	17.7	13	27.8	8	17.8
Regional State	4	13·7 8·0	12	12• & 25•4	3 9	6·7 20·0
Local .	_31_	<u> </u>	16	<u> 34•0</u>	25	55.5
	51	100	47	100	45	100

As mentioned previously: the informal interviewing activities set forth two hypotheses. The hypotheses are:

- 1) Basic research substantiating deficiencies in rural health care services research is abundant.
- 2} Applied research into the operating relationships of the rural health care services "system" and about alternative operating improvements for decision making is lacking. Thus design testing and improvement of prototypes and processes {"development" in the present terminology} would be included in this category.

The assessment effort experience substantiates these hypotheses.

For example, consider that the Cooperative State Research Service {CSRS} is representative of USDA rural health care services research funding authority and the Health Services and Mental Health Administration {HSMHA} is representative of DHEW

rural health care services research funding authority. Then the total and social sciences subtotal budgetary obligations for fiscal 1970 ("social sciences" because of its disciplinarian domination of rural health care services research) in thousands of dollars is as follows:

	Basic total	Research* social sciences	Applied total	Research** social sciences	Development*** total social sciences
CSRS	23,663	5•261	38,607	8-584	fnone designated}
HSMHA	43,615	7•103	128,361	13-008	9,534 fnot broken

This pattern of basic research, applied research and development relative funding proportions follows the federal obligated budgetary allocation omitting NASA, the Atomic Energy Commission {AEC} and the Department of Defense {DOD} for fiscal 1970 regardless of subject area. These totals are shown below in millions of dollars:

	Basic Research	Applied Research	Development
	total	total	total
Federal Government **** Comitting NASA, AEC & DOD3	947	1 - 365	493

The CSRS applied-research-to-basic-research funding proportion in 1970 of 1.6 $\{8,584/5,261\}$ is <u>not</u> reflected in the assessment findings, assuming a direct correspondence between budgetary allocation levels and number of projects.

Clearly this fact can be explained through the assessment's design trade-off of inventorying only District of Columbia area information systems and not inventorying research not in these systems. However it is EMO's opinion that rural health services research and development not controlled by a "tertiary research" activity. i.e. not systematically reclaimed from the hinterland of field research and properly aggregated, is in reality research undirected toward solving any practical rural health problems. Research and development programs should be directed toward purposes beyond the training of graduate students and remuneration



^{*}Table C-31, and C-47, <u>Federal Funds for Research, Development and Other Scientific Activities</u>, Volume XVIII, Washington, D.C., National Science Foundation, 1969

^{**} Ibid Table C-50 and C-66

^{***} Ibid Table C-69

^{****&}lt;u>Ibid</u>, pages 10 through 14

of researchers and their institutions. Thus the failure to "find" such research and development in no way undermines this position— it reinforces the "tertiary research" conceptual need.

The transformation from assessment research type/outcome type to conventional research and development definitions could also be used as an explanation for the lack of correlation between the CSRS applied-research-to-basic-research funding proportion and the assessment findings. However from a pragmatic point of view, the definition transformations are practical and reflect actual evaluation of the research as well as its intended basic, applied or development purpose.

The applied-research-to-development-activity budgetary proportion in fiscal 1970 is interesting. The HSMHA pattern follows closely that of the federal government, omitting NASA-AEC and DOD. However CSRS has no designated development budgetary obligations. Nevertheless the assessment findings do reflect a substantial but lower applied-to-development proportion, possibly a result of "social action" consciousness on the researcher's part or bias from the assessment classification/evaluation {research type/outcome type} terminology.

Contrasting the above research and development funding proportions, the pattern which emerges when <u>total</u> federal obligated budgetary allocations including NASA, AEC and DOD are considered is critically different. The fiscal 1970 figures in millions of dollars are as follows:

	Basic Research	Applied Research	Development
	total	total	total
Federal Government* {including NASA; AEC and DOD}	21399	3,713	10,376

Obviously the NASA: AEC and DOD group has heavy technology-intensive; hardware-dependent development programs. There may also be correlation between this pattern and the well defined policy objectives and Congressionally backed policy priorities of these three agencies. Furthermore all three agencies have highly developed "tertiary research" activities to best allocate their research funding resources among those knowledge need areas related to their distinct policy objectives.

Without considering the quality or depth of knowledge of the rural health care services research, in light of the profound health inadequacies of specific rural areas {see the <u>Final Report</u>, Section 9 and its Appendix I-2 for statistical examples of these inadequacies}, the assessment effort results and the above interpretations tend to support the two hypotheses offered above. In essence the present basic, applied and developmental mix is



inadequate to come to grips with the deficiencies of rural health care services delivery systems. Based on extensive searching. it is doubtful that USDA and DHEW {the two major federal rural health research and development sources - OEO is now under DHEW} possess "tertiary research" activities systematically directed by structured rural development policy objectives. Based on the uncoordinated research exposed in Section 7 of the Final Report, it is even more doubtful that they coordinate these "tertiary research" activities. This direction and coordination would be listed under "intramural" development activities in the Federal Funds for Research, Development and Other Scientific Activities, Volume XVIII. We do find that two thirds of HSMHA development budgatary obligations are intramural but we could find no examples of such comprehensite rural health "tertiary research". As shown. CSRS has no development budgetary obligations listed. CSRS's CRIS is a management information system, not a technical information system as would be required by a "tertiary research" The National Agricultural Library's CAIN system is a technical information system but is not comprehensive enough for rural health. These two systems will be discussed further. other information systems surveyed {NTIS, ERIC, SIE, NLM, etc. see <u>Final Report</u>, page 2-10 to 2-11} do not meet the "tertiary research" requirements for a technical information system for rural health.

This "tertiary research" inadequacy or nonexistence is viewed from a different perspective in Table 1. Research Performers with Federal Funding - Assessment Stat. tics. Note the paucity of USDA and DHEW performed {intramural} development activity. A similar dearth exists with the "Health Planning Agencies" and would be explained by the funding weaknesses of CHP's and to a lesser degree RMP's. Also note the dominance of colleges and universities in all three classifications of research and development activities. This is borne out in Table 2 which shows fiscal 1970 budget obligation figures in thousands of dollars. {The Agricultural Research Service, ARS, is shown because it is USDA's largest research and development component.}

We would like to refer back to the "geographic scope" distribution presented earlier in this section. "Locally" focused research, that is subcounty, county or multi-county within a specific state, dominates basic, applied and development activities. The pervasiveness of rural health care delivery problems are of such a nature that this local focusing of research is appropriate. The basis of the Knowledge Assessment, Section ? of the Final Report: is a high resolution spectrum of rurality linked to the county as a geographical unit. However such "local" oriented research will not deliver its maximum potential unless this research is aggregated through the "tertiary research" concept presented in this summary. Thus any plans for increased areawide research {"Regional" and "National"} should be a systematically derived mixture of such areawide studies and formalized "tertiary research" activity concentrating in part on the aggregation of this local research.



Table 1 - Research Performers with Federal Funding - Assessment Statistics

	Ba No•	sic	App]	lied %	Deve No-	elopment %
Private Ed. Institutions Health Related Miscellaneous	1 2		2		<u>-</u>	
total:	3	5.8	5	15.5	5	5.0
Public Ed. Institutions Agricultural Components Health Related Miscellaneous	9 3 7		6 4 6		4 3 10	
total:	19	36.6	16	39.0	17	42. L
Professional Associations	2	3.8	_		-	_
Non-Profit Institutions	8	15.4	1	2.4	1	2.5
Profit Institutions	_	-	2	4.9	2	5-0
Federal Government USDA DHEW Other Federal Agencies Quasi-Federal Agencies total:	3 2 2	15.4	1 2 9	22.0	1 - 4	10.0
Health Planning Agencies	S	15.4	3	7.3	3	7-5
State Government Agencies	2	3.8	4	9.8	8	50•0
Sub-State Government Agencies	2	3.8	1	2.4	3	7.5

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Table 2* -- Research Performers with Federal Funding - NSF Statistics

				Extramural			
			Industrial		Other	Other	Foreign
	Total	Intramural	Firms	Colleges	non-profit		
Basic Research:							
CSRS	П		1	477.55	114	1	1
HSMHA	43,615	5,1	ı	25,184	1,902	1,152	106
ARS	~	58-199	m	1.884	90	1	6,710
And Posters			•				
CORS NESCONDING		7	1	37,157	187	1	ı
HSMHA	128,351	16,886	EF	62,376	247647	16.569	062.2
ARS	760-87	اللہ	8	1,419	-	41	1-407
Development: CSRS							
HSMHA	4.534	6-830	+0S	385	2,573	라	,
ARS	12,706	12,25	m	261	1	·	170

*Ibid. Table C-29. C-50 and C-69 in thousands of dollars.

From this data the following hypothesis is formulated:
"tertiary research" activity or an analogous activity is conducted
by the Agricultural Research Service and the Cooperative State
Research Service in their agricultural development efforts as
well as by other USDA agencies involved in agricultural development. Consequently the CSRS has a management information system
with high agricultural development resolution {CRIS}. The
National Agricultural Library's CAIN system is the counterpart
technical information system with high agricultural development
resolution. Rural development resolution including rural health
services research is relatively lower and warrants serious
discussion and action.

In summary these considerations and interpretations form the basis for recommendations No. 2,3,5,7 and 9 presented in the <u>Final Report</u>, section 12.

Recommendation 2. "The need for a single agency to be active at the Federal level with the responsibility for synthesizing systematic planning for a national rural health care system."

The implementation here of course is flexible. Yet the coordination responsibilities delegated to the Rural Development Service {RDS} [Rural Development Act of 1972 section 603] could be ideally realized here. If the RDS were given the tools to conduct rural health "tertiary research" regardless of the funding source, e.g. DHEW or HUD, then it would be in the prime position to coordinate all federally funded rural health care services and furnish authoritative <u>rural health policy components</u> as inputs into HEW's National Council on Health Planning and Development (NCHPD). The NCHPD has been mandated by National Health Planning and Resources Act of 1974 {PL 93-641} as the mechanism to conduct "development" activities in the nation's health care services "system". Recommendations 1, 3 and 4 are reinforced by this recommendation. Implementation of this recommendation by RDS for another USDA component} would require close RDS/NCHPD cooperation.

Recommendation 3. "The continuation of the data base resulting from this assessment effort by not only continuing to inventory, classify, and evaluate, but to enlarge its capture techniques and subject areas. The purpose would not only involve the effective dissemination of rural health care services research to researchers and decision-makers, but the coordination of rural health care services research in-house and out-of-house. Thus, one major rural health care services research data base would stimulate a systematic approach to the problems of rural health."

This addresses the stated need for a technical information system as the heart of a "tertiary research" activity linked to a management information system.

Recommendation 5. "More constructive dialogue between researchers facademicians} and the policy-makers to lessen the 'conflict' between their respective theoretical and practical orientations.



hopefully leading to more problem-oriented research by more 'social action' oriented researchers and more management oriented policy-makers who systematically know what objectives they want."

This will be of prime importance to any successful implementation of a "tertiary research" activity, i.e. Recommendations 2,3,4, and b. It will also be a necessity for the attainment of Recommendation 7 below.

Recommendation 7 "The need to increase the amount of "problemoriented research" recognizing the need for other types of research-Rural health problems require such problem-oriented research if solutions are to be found."

This means an increase in applied research and development activities. However historically such emphasis on development activities only accompanies political mandates and should be accompanied by "tertiary research" activities controlled by a concrete systems approach effected policy direction finvolving normative, strategic and operational policy levels.

Recommendation 9. "The investigation by USDA into the national health services data system being constructed by DHEW's Center for Health Statistics." We would anticipate that any national health care services delivery system, whose planning and implementation has been mandated by PL 93-641, would utilize very heavily this "national health services data system" to zero in on geographical problem areas and health needs of those problem areas. Likewise the implementation of Recommendation 2 with RDS or any other USDA component would require closer RDS/NCHPD cooperation. The Center for Health Statistics would be a logical point to increase this cooperation and ensure that rural areas are included "properly" (proper rural resolution) in this "national health services data system". [The Office of Rural Health's IDHEW] impact on increasing this "rural resolution" has not been observed as of this time].

<u>Demonstration of a Use of The Assessment's Data Base Elements</u>

As stated above, the systems approach to rural health care services research {and development activities} used in the assessment effort is based on the following:

- o To systematically control the direction and thus attain the practical social objectives of any large research and development program, "tertiary research" activity must be implemented.
- o "Tertiary research" activity necessarily involves knowledge assessments on an almost continual basis. "Ideal" knowledge assessments involve "aggregating the data elements in the research documents identified and comparing



these aggregated data elements with models of the 'ideal' rural health care services delivery system components."

This "aggregating" task ensures the input of normative policy elements, personified through the choice of "ought to" models, into the "tertiary research" activity. Thus the "tertiary research" activity is brought out of an environment isolated from decision—makers and is connected through feedback mechanisms to policy formulation and to the decision—makers. This will be seen more easily by a closer look at this "ideal" knowledge assessment methodology. A visual step-by-step conception of it is presented in Figure 1.

The assessment effort embodied in the <u>Final Report</u> approximates within the limitations discussed earlier, steps 1,2,3 and part of step 4. The "geographic aggregation" of step 3 shows potentially large knowledge vacuums in a "rurality definition spectrum" taking into account experimentally isolated variables (see "Bibliography") of "economy of scale" and "access distance" (see Section 7, <u>Final Report</u>). This is the basis for the <u>Final Report</u>'s Recommendation &.

Recommendation & The adoption of more dynamic concepts of 'rural' • • • • • the concepts behind the indepth assessment to include the dimensions of economies of scale and access distances of ERS's non-commuter/commuter counties concept. Since step 4 is only partially complete the demonstration will proceed from there.

First "policy determined models of the Department's rural health care services involvement and goals" would have to be identified. For the purpose of the demonstration, relevant policy elements will be assumed as follows:

- O What part will USDA play in DHEW's NCHPD activities and other health activities?
 USDA will work cooperatively with DHEW and will supply the authoritative rural health care services policy inputs.
- RDS's Economic Development Division (which is studying CHP areas and developing a data base about these areas), will be given the tools and responsibility to carry out rural health care services tertiary research activity, regardless of funding source. RDS would be responsible for coordinating all federal rural health care services research and for inputting the authoritative rural health care services policy into DHEW's NCHPD and other health activities.



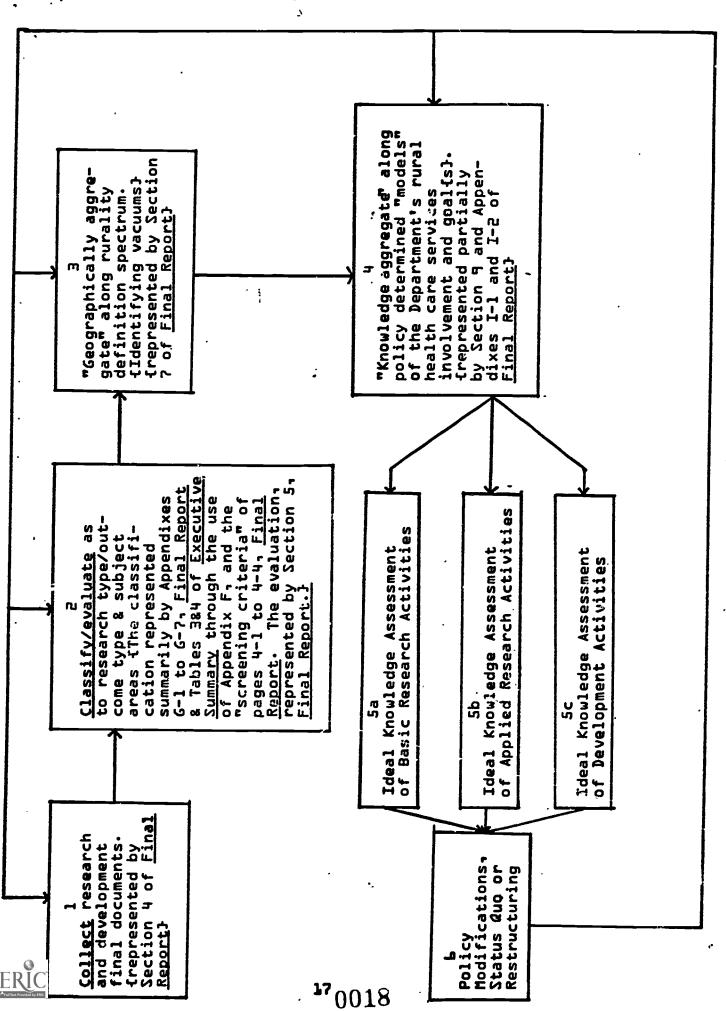


Figure 1

• What is the normative policy of the USDA as it addresses rural health care services goals?

Those goals are full equality of access, high quality of care and the attainment of rural health standards on a par with urban health standards in specific rural areas, i.e., the most rural areas {the highest numbered rurality codes in Section 7, Final Report}.

O What rural health care services delivery system model or a models, as well as criteria, does the USDA consider or want to be considered as part of its normative policy to attain the above stated goals?

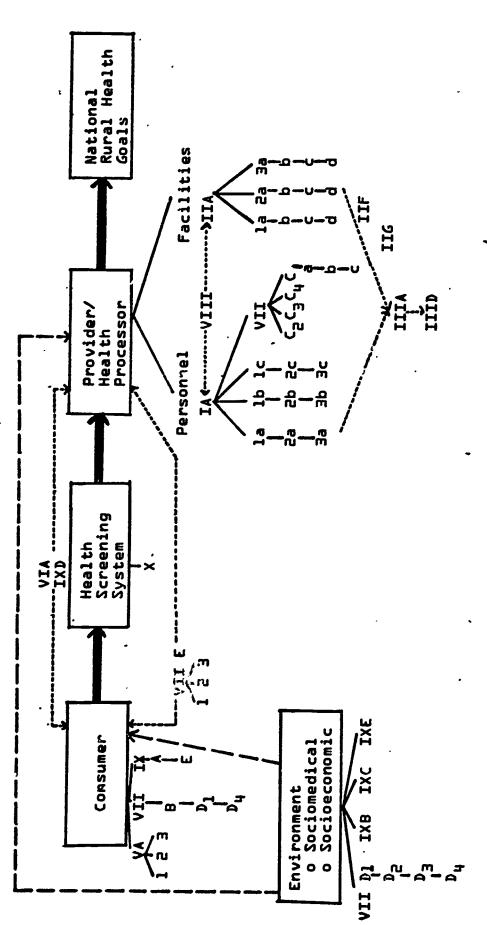
This model is shown in Figure 2-1 of the <u>Final Report</u>. Furthermore this model is the framework for the subject categorization format {Appendix F} used in the assessment effort and part of step 2 of the "ideal" knowledge assessment methodology.

At this point it would be possible to complete step 4, the "knowledge aggregation" by reorganizing the subject categorization format alpha-numerically along the delivery system model represented by Figure 2 of the <u>Final Report</u>. An example of this process is shown in Figure 2 for "general health", representing part of the aggregating template.

Please note that IV-Evaluation, X-Technology and XI-Methodology are subject areas of the subject categorization format which support the knowledge assessment component of the "tertiary research" activity in the larger sense. That is they are used in steps 1,2, and 4 of Figure 1.

Using the appropriate "aggregating template" and the potential knowledge vacuum areas as a guide, the specific research and development documents are acquisitioned from the technical information system. For example, the user interested in the consumer aspect of rural health care would acquisition the documents which dealt with the subject categories IAl, IA2, IA3, VIIB, VIID1, VIID4. IXA and IXE. These documents and those for any other subject area can be easily identified by using Table 3. Appendix Fa Subject Categorization Format of the Final Report is the narrative key to the alphanumeric code of the subject areas. The document number in Table 3, e.g. 005, is the entry into Appendix G-1, Research Publications Accepted - By Title, Final Report yielding specific bibliographic data for the documents desired. documents are then acquisitioned and analyzed for data elements using as the standard the knowledge required to implement the policy derived model rural health care delivery system. of the <u>Final Report</u> is a suggested starting point for such a "knowledge aggregation." Steps 5 and 6 of Figure 1 are thus the results of this iterative process. Obviously this approach requires appropriate resources of funding, time and talent {both academician and decision making}.





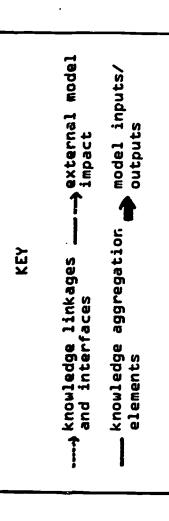


Figure 2

Table 4 is a reordering of Table 3 so that a one-to-one correspondence can be made with Appendix G-l of the <u>Final Report</u> yielding indepth subject categorization for specific documents. Tables 3 and 4 represent indepth subject categorizations from Appendix F. <u>Final Report</u> and constitute data not in that <u>Final Report</u> but gathered during the assessment effort. It is hoped these tables will extend the usefulness of the <u>Final Report</u>.

The above discussion should clarify: the recommendations of Section 12 of the Assessment of Rural Health Research Final Report: in the broader concept of "tertiary research" activity: the relationship of a comprehensive knowledge assessment with such a "tertiary research" activity and the requirements for such an activity: and the position of the assessment effort to date in relation to this "tertiary research" concept: i.e.: the Final Report represents the beginning step toward a comprehensive knowledge assessment as well as an important component in the "tertiary research" concept. It is this concept which is necessary to overcome the pervasive problems of rural health care services delivery and to a larger degree rural development.

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TABLE 3 - RESEARCH PUBLICATIONS ACCEPTED

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By Document Access Number



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251	IIIA1c			IXE	Rurel achool psychological services
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